

June 17, 2011

TO: Teresa Parsons, SPHR
Director's Review Program Supervisor

FROM: Kris Brophy, SPHR
Director's Review Program Investigator

SUBJECT: Carla Slabaugh v. Wenatchee Valley College (WVC)
Allocation Review Request ALLO-10-057

Director's Determination

This position review was based on the work performed for the six-month period prior to July 28, 2010, the date WVC Human Resources (HR) received Ms. Slabaugh's request for a position review. As the Director's Review Investigator, I carefully considered all of the documentation in the file, the exhibits presented during the Director's review conference, and the verbal comments provided by both parties. Based on my review and analysis of Ms. Slabaugh's assigned duties and responsibilities, I conclude her position is properly allocated to the Fiscal Analyst 2 classification.

Background

On July 28, 2010, WVC HR received a Position Review Request form from Ms. Slabaugh, asking that her position be reallocated to the Fiscal Analyst 3 (Exhibit B-4).

On September 21, 2010 WVC notified Ms. Slabaugh that her position was properly allocated as a Fiscal Analyst 2 (Exhibit B-2).

On October 19, 2010, the Department of Personnel received Ms. Slabaugh's request for a Director's review of WVC's allocation determination (Exhibit A-1).

On March 30, 2011, I conducted a Director's telephone review conference. Present during the conference were Carla Slabaugh; Amanda Hacker, Contract Administrator, WPEA; Traci Peterson, Staff Representative, WPEA, and Reagan Bellamy, Executive Director of Human Resources.

Ms. Slabaugh submitted additional information following the review telephone conference. The information was received on April 11, 2011. This information has been added to the record and incorporated as an exhibit to the file.

Rationale for Director's Determination

The purpose of a position review is to determine which classification best describes the overall duties and responsibilities of a position. A position review is neither a measurement of the volume of work performed, nor an evaluation of the expertise with which that work is performed. A position review is a comparison of the duties and responsibilities of a particular position to the available classification specifications. This review results in a determination of the class that best describes the overall duties and responsibilities of the position. Liddle-Stamper v. Washington State University, PAB Case No. 3722-A2 (1994).

Duties and Responsibilities

Ms. Slabaugh maintains and controls all financial matters for the Wenatchee Valley Foundation Board of Directors. She provides daily administrative support to the Board's fiscal operations.

Ms. Slabaugh describes her assigned duties and responsibilities in the PRR as follows:

- 35% I independently coordinate and process cash receipts, coordinate and process cash disbursements, oversee and process electronic fund transfers and investment transfers, and review and approve budget expenditures while calculating and verifying WVCF's net cash position.
- 25% I independently plan, maintain, design, develop, analyze, audit, and update the General Ledger and its software for WVCF.
- 25% I independently analyze multiple complex financial and statistical data and then construct and generate various comprehensive statement and financial reports for WVCF's Board of Directors, Multiple College Programs, as well as donors and Various Events.
- 10% I represent, attend, present, and report financial matters at WVCF's Board meetings, subcommittee meetings, administrative meetings, and program meetings.
- 5% I independently compile and construct and submit state and federal required forms.

During the telephone review conference Ms. Slabaugh stated her responsibilities have increased following the elimination of the Executive Director's position in 2008. She asserts she assumed the higher level fiscal functions previously performed by the Executive Director. She clarified that her position now reports directly to President James Richardson. President Richardson acknowledged in the Supervisor's Review section that Ms. Slabaugh's description of work provided in the PRR is accurate and complete.

Ms. Slabaugh explained there are approximately 20 members who volunteer to serve as Foundation Board members. The Board meets monthly to make decisions regarding the foundation's operations. There is a smaller Executive team that also meets once a month to make more critical decisions. There is a financial committee that makes recommendations to the Executive committee which then goes to the full Board. Ms.

Slabaugh explained she gathers financial information and works directly with the Board's Treasurer to provide him with financial information which he uses to make recommendations to the Board. Ms. Slabaugh clarified this includes gathering, analyzing, and submitting revenue, expenditure, budgetary, balance sheet, and other cash flow statistics. She stated these duties were previously performed by the Executive Director.

Ms. Slabaugh stated the Foundation has approximately \$8 million invested in a diverse portfolio of stocks and money market funds. The Foundation obtains its operating funds from the revenue generated from those funds. The Foundation also gets money from public and private donations. The Foundation holds \$2 million of this fund for providing student services on campus. This includes activities such as career fairs and other student body activities.

Ms. Slabaugh clarified she uses a purchased software program which consists of "Raisers Edge" for reporting expenses, and "Financial Edge" for the General ledger. In the PRR, Ms. Slabaugh stated The General Ledger is a compilation of over 100 different funds which need to balance individually as well as cumulatively using fund accounting principles. This is a specialized form of accounting used mostly by non-profits and governments. She maintains the General Ledger using accrual-based accounting principles which requires maintaining and balancing accounts receivable (pledges) and accounts payable entries.

Ms. Slabaugh stated during the review telephone conference that a significant portion of her time involves updating and analyzing investment revenue projections and expenditures to develop accurate revenue and expense forecast reports for use by the various foundation committees, boards, college staff including the President. For example Ms. Slabaugh reviews money market revenues and losses and makes the information available to the finance committee so they can determine appropriate steps regarding the Foundation's operating budget.

Summary of Ms. Slabaugh's Perspective

Ms. Slabaugh asserts her position functions as a senior-level fiscal analyst for the Foundation. Ms. Slabaugh contends her position maintains and controls all financial matters for the Foundation's Board of Directors following elimination of the Executive Director's position. Ms. Slabaugh asserts she independently analyzes complex financial and statistical data to prepare financial reports and provide other financial information for the Treasurer's and Board's use. This includes analyzing and preparing revenue projections and budget expenditure forecasts for the WVCF's Board of Directors.

Ms. Slabaugh contends she functions as a senior specialist investment accountant, coordinates daily cash receipts with disbursements to determine the WVCF's cash position to make investment decisions, oversees electronic fund transfers, conducts fiscal and administrative reviews of proposals, prepares written summaries, reviews budgetary actions for grants and contract awards, approves new account authorizations, performs complex analysis of on-going programs, responds to questions regarding donor intentions, reviews or performs fiscal audits of contracts or endowments, and other senior-level fiscal functions. Ms. Slabaugh believes her duties and responsibilities fit the Fiscal Analyst 3 classification.

Summary of WVC's Reasoning

WVC contends that the work activities Ms. Slabaugh asserts are outside of her present classification can either be found in the Fiscal Analyst 2 class or were not performed enough to be a preponderance of her overall job duties.

Class Specifications

When comparing the assignment of work and level of responsibility to the available class specifications, the class series concept (if one exists) followed by definition and distinguishing characteristics are primary considerations.

The Class Series Concept for the Fiscal Analyst class states, in part, the following:

Positions in this occupational group conduct a variety of financial reviews and analysis of fiscal, grants, contracts or other financial data in accordance with Generally Accepted Accounting Principles (GAAP).

These are professional positions which analyze and interpret what the fiscal information means to draw conclusions and trends based upon that data. Positions determine ... the relationship between fiscal variables by generating items, choosing analysis, translating, or explaining their results and taking appropriate action based upon the analysis and interpretation of the financial data.

The majority of work assigned to professional positions does not involve verifying the accuracy of the fiscal data or the routine collection, reviewing and posting of fiscal record keeping tasks according to established procedures as contained in the office, fiscal or budget support group.

...

Ms. Slabaugh's position includes responsibility for reviewing, analyzing, and interpreting financial information to identify trends and explain results to the Treasurer and Foundation Board members. Her position fits within the scope of the Fiscal Analyst class series.

Both the Fiscal Analyst 2 and 3 classes include work reviewing and analyzing fiscal data. There are no distinguishing characteristics identified in either class. As a result, the Definitions are the primary allocating factors for these classes.

Comparison of duties to Fiscal Analyst 3

The Definition for Fiscal Analyst 3 reads, in part, as follows:

This is the senior, specialist or lead worker level of the series. ... Senior positions independently plan, coordinate and conduct fiscal, grants or contractual reviews of the more comprehensive fiscal or manual accounting

systems in accordance with GAAP, statutes or regulations. Positions can also coordinate and direct cash flows or investment activities of an agency.

While examples of typical work identified in a class specification do not form the basis for an allocation, they lend support to the level of work performed within that classification. The following are some samples of the Typical Work statements for this classification:

Senior level positions design, develop, install, coordinate and maintain financial systems;

Senior level financial positions analyze revenue projections, budget, or expenditure forecasts for a management specified and designated geographic area such as a division, region, district, institution;

Functions as a senior specialist investment accountant;

Coordinating daily cash receipts with cash disbursements to determine the state's net cash position to make decisions; approving new account authorizations;

Performs complex analysis, including historical synopsis of on-going programs with multi-investigators and multi-sub accounts for the proper accounting of expenditures.

Monitors, reviews, or audits the accounting or fiscal aspects of contracts or grants to ensure contractual fiscal or grant compliance.

The Fiscal Analyst 3 is described as a senior-level position. The Department of Personnel's (DOP's) Glossary of Classification Terms defines senior-level as follows:

...The performance of work requiring the consistent application of advanced knowledge and requiring a skilled and experienced practitioner to function independently.

Senior level work includes devising methods and processes to resolve complex or difficult issues that have broad potential impact. These issues typically involve competing interests, multiple clients, conflicting rules or practices, a range of possible solutions, or other elements that contribute to complexity. The senior level has full authority to plan, prioritize, and handle all duties within an assigned area of responsibility. Senior level employees require little supervision and their work is not typically checked by others.

Incumbents at the at the FA 3 level design, develop, install, coordinate and maintain comprehensive fiscal or manual accounting systems. The Definition describes positions that coordinate and direct cash flows or investment activities at the agency (i.e. institution) level.

Positions also analyze revenue projections, budget, or expenditure forecasts for a management specified designated geographic area such as an institution. They serve as a senior specialist investment accountant. They approve new accounts, and perform complex

analysis with multi-investigators and multi-sub accounts for the proper accounting of expenditures. They also monitor, review, or audit the accounting or fiscal aspects of contracts or grants to ensure contractual fiscal or grant compliance.

Ms. Slabaugh independently handles the daily financial and administrative accounting activities for the WVC Foundation. However, the Foundation's financial accounting system is not a comprehensive fiscal system as anticipated by the FA 3 level class. The overall scope and complexity of the "Raisers Edge" and "Financial Edge" systems Ms. Slabaugh uses to report expenses and maintain the General Ledger system do not represent the size or level of complexity anticipated by this class.

Further, FA 3 level positions coordinate and direct cash flows or investment activities at the agency (i.e. institution) level. Ms. Slabaugh's position does not reach this scope of responsibility. Ms. Slabaugh's responsibilities are limited in scope to the WVC Foundation. She directs cash flows and analyzes and prepares investment revenue projections and expenditures to develop forecast reports for use by the various foundation committees, boards, and college staff including the President. During the desk audit, Ms. Slabaugh confirmed she monitors investment accounts and advises the foundation when money is needed to be moved between accounts but does not approve or make the actual investing decisions regarding the funds (Exhibit B-3).

In addition, Mr. Richardson's description of her decision-making authority in the Supervisor Response section of the PRR indicates Ms. Slabaugh's responsibilities principally involve paying all the Foundation's bills and obligations and dealing with Foundation requests. This does not fully reach the scope and level of decision-making authority anticipated at the FA 3 level.

Ms. Slabaugh performs a variety of financial analysis and reporting tasks. A portion of Ms. Slabaugh's position duties reaches aspects of the work described at the FA 3 level. However, Ms. Slabaugh's overall scope of responsibility, complexity of duties, level of analysis and decision-making authority do not reach the Fiscal Analyst 3 class definition. For these reasons her position should not be reallocated to that class.

Comparison of duties to Fiscal Analyst 2

The Fiscal Analyst 2 Definition reads as follows:

This is the journey, occupational or working level of the series. Positions work independently under general supervision within their area of responsibility. Positions can perform general or specialized fiscal duties in a wide variety of financial areas including accounting, contracts, grants, or other financial review work for a state agency. Positions may also assist with the implementation and operation of cash flow, cash management or investment programs.

DOP's Glossary of Classification Terms defines *journey level* and *general supervision* as follows:

Journey-level – Fully competent and qualified in all aspects of a body of work and given broad/general guidance, can complete work assignments to standard under minimal supervision. Also referred to as the *working or fully qualified* occupational level.

General supervision – Recurring assignments are carried out within established guidelines without specific instruction. Deviation from normal policies, procedures, and work methods requires supervisory approval, and supervisory guidance is provided in new or unusual situations. The employee's work is periodically reviewed to verify compliance with policies and procedures.

While a portion of Ms. Slabaugh's position duties reaches aspects of the work described at the FA 3 level, the majority of the functions she performs are more in line with the Fiscal Analyst 2 level work. This includes the following:

- Ms. Slabaugh reviews and analyzes money market revenues and losses and makes the information available to the finance committee. This includes analyzing appropriate use of WVC Foundation funds, determining funding options for Foundation projects, and monitoring the Foundation's endowment to find funding options for scholarships during a period of loss to the Endowment due to the downturn in the economy. However, the committee retains authority for determining appropriate steps regarding the Foundation's operating budget. This limits her scope of responsibility in this area.
- Ms. Slabaugh coordinates revenue receipts with disbursements to determine the Foundation's net cash position. Ms. Slabaugh is responsible for allocating revenue funds into the Foundation's banking and investment accounts. She independently determines where to allocate and remove funds from accounts to cover operating expenses.
- She conducts fiscal and administrative reviews of new funding proposals such as a sponsor-funded three- or four-year scholarship. She reviews the requests and meets with the requesting party to discuss funding options. She presents the funding proposal to the Board. Following approval, she creates and enters the new accounts into the General ledger system.
- Ms. Slabaugh reviews budgetary actions and reports to the Board when an area goes over budget. She provides interpretation of funding regulations to internal staff and external clients and stakeholders.

- She prepares narrative statements to assist the Treasurer and an external auditing firm (i.e. CPA) in understanding year-end close out and other fiscal reports.

Ms. Slabaugh independently performs fiscal duties that include generating and analyzing financial reports, managing cash receipts, reviewing and verifying accounts receivable and accounts payable for the WVC Foundation and resolving any discrepancies, and providing accurate information and recommendations to the Treasurer and WVC Foundation Board members to assist them in making financial decisions.

The Fiscal Analyst 2 and 3 classes both include work that involves reviewing and analyzing fiscal data. However, the majority of her work assignments more closely align with the journey level work described above. Ms. Slabaugh is fully competent and qualified in independently performing fiscal duties under the general supervision of the President and indirectly from the Foundation Treasurer.

The Fiscal Analyst 2 typical work examples more closely align with the scope of her duties and responsibilities including:

- Performing fiscal duties such as financial report analysis; accounts payable-receivable discrepancy resolution etc;
- Reviewing, analyzing, verifying and correcting the accounting data into the agency's financial reporting system;
- Reviewing and analyzing receipts and disbursements;
- Projecting incoming and outgoing cash requirements to determine effects (on services);

In Salsberry v. Washington State Parks and Recreation Commission, PRB Case No. R-ALLO-06-013 (2007), the Personnel Resources Board addressed the concept of *best fit*. The Board referenced Allegrì v. Washington State University, PAB Case No. ALLO-96-0026 (1998), in which the Personnel Appeals Board noted that while the appellant's duties and responsibilities did not encompass the full breadth of the duties and responsibilities described by the classification to which his position was allocated, on a best fit basis, the classification best described the level, scope and diversity of the overall duties and responsibilities of his position.

A position's allocation is not a reflection of performance or an individual's ability to perform higher-level work. Rather, it is based on the majority of work assigned to a position and how that work best aligns with the available job classifications. Based on the level and scope of the overall duties and responsibilities assigned to Ms. Slabaugh's position, the Fiscal Analyst 2 classification is the best fit.

Appeal Rights

RCW 41.06.170 governs the right to appeal. RCW 41.06.170(4) provides, in relevant part, the following:

An employee incumbent in a position at the time of its allocation or reallocation, or the agency utilizing the position, may appeal the allocation or reallocation to . . . the Washington personnel resources board Notice of such appeal must be filed in writing within thirty days of the action from which appeal is taken.

The mailing address for the Personnel Resources Board (PRB) is P.O. Box 40911, Olympia, Washington, 98504-0911. ***If either party plans to hand-deliver or fax an appeal to the PRB, please note the following changes:***

Through July 15, 2011, you may file in person at ***600 South Franklin***, Olympia, Washington. Fax number (360) 753-0139.

Beginning July 18, 2011, you may file in person at ***521 Capitol Way South***, Olympia, Washington. Fax number (360) 586-4694.

For questions, please call (360) 664-0388.

If no further action is taken, the Director's determination becomes final.

c: Carla Slabaugh
Amanda Hacker, WPEA
Reagan Bellamy, WVC
Lisa Skriletz, DOP

Enclosure: List of Exhibits

Carla Slabaugh v. Wenatchee Valley Community College
ALLO-10-057

List of Exhibits

A. Carla Slabaugh Exhibits

1. Letter of appeal from Lou Baker, WPEA received by DOP on October 19, 2010.
2. Position Review Request form for Carla Slabaugh (with employee signature only) dated July 15, 2010.
3. Letter of support from WVC Foundation officers dated March 8, 2011.
4. Position statement letter from Carla Slabaugh to Kris Brophy dated April 11, 2011.

B. Wenatchee Valley Community College Exhibits

1. Position Description for Financial Assistant August 2005 (includes handwritten notes from Carla Slabaugh).
2. Allocation determination letter from Reagan Bellamy to Carla Slabaugh dated September 21, 2010.
3. Reagan Bellamy's handwritten audit notes dated September 9, 2010.
4. Position Review Request form for Carla Slabaugh's position dated July 15, 2010 with completed supervisor's section, received by HR on July 28, 2010.
5. WVC Organization Chart dated 2008- 2009.

C. Class Specifications

1. DOP Class Specification for Fiscal Analyst 1 (143I).
2. DOP Class Specification for Fiscal Analyst 2 (143J).
3. DOP Class Specification for Fiscal Analyst 3 (143K).